

STUDIES IN THE DEVELOPMENT OF STANDARDIZATION
AND UNIFORMITY IN THE PUBLIC SCHOOLS OF NORTH
CAROLINA FROM THE CIVIL WAR TO 1927

By

Roy Charles Garrison

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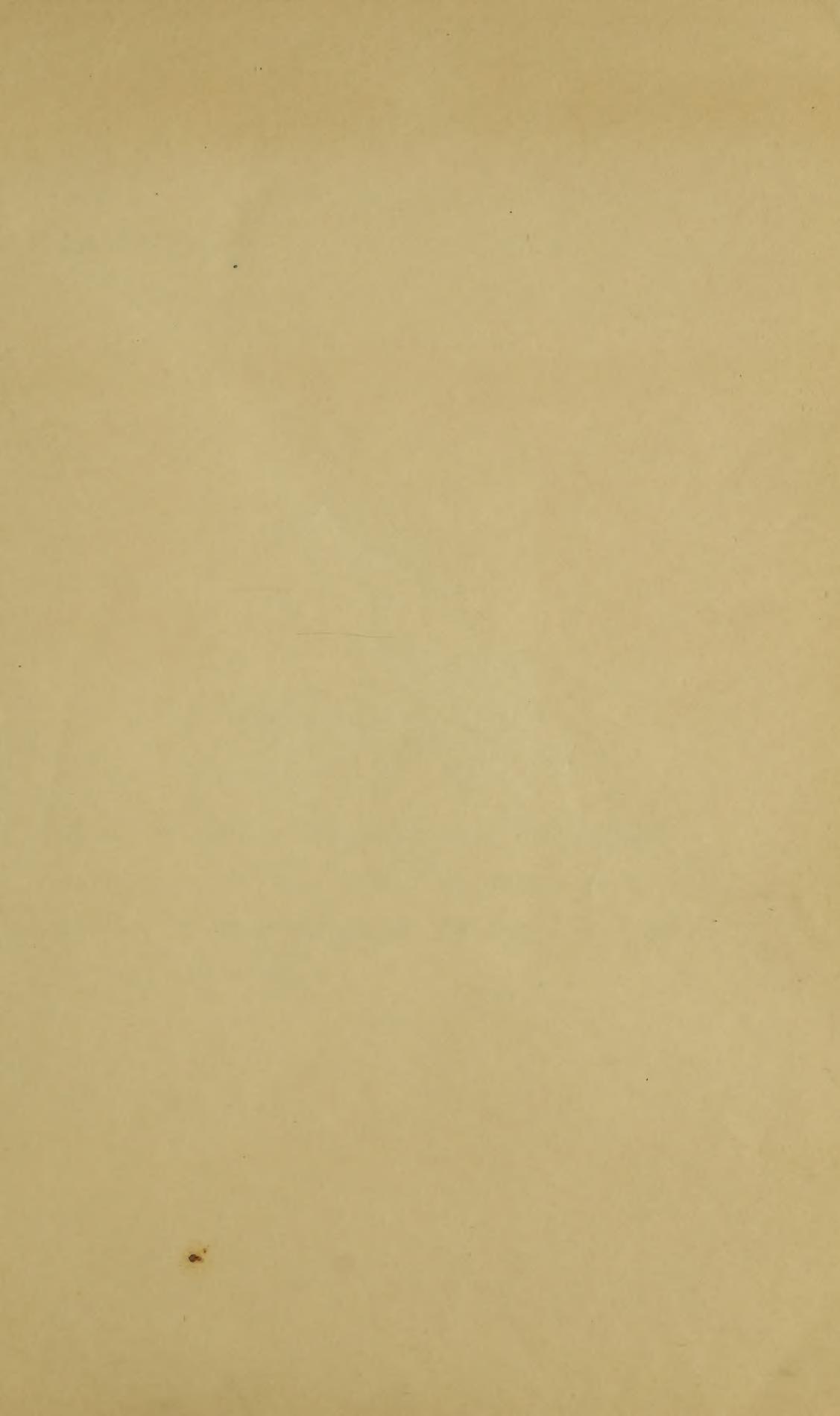
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Roy Charles Garrison

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PREFACE

The purpose of this study is to trace briefly the development of the system of public schools in the State of North Carolina, with particular reference to the development which has taken place since the Civil War. The study is largely concerned with the development of rural schools, and that part of other systems, supported and controlled by the State under the state uniform laws.

The study treats the legal provisions for standardization and uniformity in the public schools of North Carolina from the Civil War to 1927. All school legislation mentioned outside of this period is simply given as a background or to explain the provisions included within the study.

The material for the study has been taken primarily from the following sources:

1. Public Laws of North Carolina.
2. Biennial Reports of State Superintendent of Public Instruction.
3. Educational Publications of the North Carolina State Department of Education.

The first chapter presents the historical background for the study. In this chapter the writer has described the prevailing conditions in an effort to throw light upon the school legislation taken up in this report.

The second chapter deals with the provisions for uniform term, month and day. The term has changed at various intervals, but the law providing the length of month and day has remained nearly constant during the period treated.

The third chapter shows the changes and additions to the public school curriculum.

The fourth chapter shows the combined growth of the methods of certification and salaries. It is practically impossible to separate these items.

Chapter five is a study of state and county control in the public school system. This chapter shows the source of support. There is no exception to the theory that "support is accompanied by control" even in the system of schools.

The sixth chapter treats standardization in buildings and equipment. The requirements for buildings have changed very rapidly in recent years.

The seventh chapter is a study of the growth of the public school libraries. In this chapter it is very clear that the State assumes control in proportion to the money distributed to the various districts. For this reason the topic is treated at length, even though it seems to be a smaller item than some of the others treated as special topics. Throughout it will be observed that

the order of arranging topics has been suggested by the order in which the state laws emphasized them.

The eighth chapter contains the summary and conclusions of the entire study.

CHAPTER I

INTRODUCTION: EXPLANATION OF TERMS AND HISTORICAL BACKGROUND

The term standardization as applied to schools must not be confused with the technical meaning of the term as applied to industry.

In the industrial world standardization means the production of a standard product. It is by standardization that large scale production is made possible. In education it is not the uniform product that is desired in advocating standard schools, but the raising of schools to a higher plane by means of having definite guides or objectives. When the school has been called a "Standard School", it does not mean that it is in a uniform class, but that it has gone beyond certain minimum standards and obtained some merit of its own.

The purpose of standardization is to create a definite attainable aim for better schools by showing the people of the community in what respect their school is lacking. Only by standards as objectives, set by individuals who have made a special study of the school prob-

1. Mueller, A. D., Standardization of Rural Schools - Journal of Rural Education, January 1924.

lems, can the people of the community know what to do for their schools to improve the opportunities of their children.

States having adopted standardization as a method of improving their rural schools have found it most stimulating to provide certain incentives to create an interest in, and a desire to meet, these standards. The incentives in this State for standardizing high schools, for instance, have taken the form of awards, as state aid, and acceptance by colleges of the graduates of "standard" high schools.

It is evident that it is not a uniform product wanted in standardization of schools, because we have a grading of standards to encourage continuous progress. The requirements for standardization have likewise changed from time to time. These objectives serve as a guide in obtaining better school facilities. It is true, however, that the State from time to time sets forth certain minimum standards seeking to make the schools uniform in the sense of being up to or above these minima.

The stage of establishing schools may be divided into two periods: the first beginning in 1851 and continuing until the Civil War; the second beginning in 1869 and ending in 1900. The difficulties in establishing schools prior to the Civil War were not so great as those for the period following the war. During the first period

schools were supported very largely by the State Literary Fund. The people were willing to establish schools because there was slight local burden for school support.

The financial depression in North Carolina immediately after the Civil War made it impossible to carry on the educational program as instituted before the War. The Literary Fund was inadequate to maintain a system of public schools, a large part of that previous source of support having been lost. The legislative body even voted for a bill to abolish the office of State Superintendent of Public Schools. The bankrupt condition of the State may help to explain this action of the legislature. In fact, all of the assets of the public school fund were transferred to the general treasury of the State and all matters of educational concern were invested in local hands,¹ whose powers were permissive and discretionary.

The legislature of 1866-67 authorized cities and towns to establish school systems to be supported by taxation. Provision was made for local trustees, for a local board of education, and for features of a modern school system.² This local support and control was necessary to maintain the public school because of the poor financial condition of the State. This system of local support and

1. Knight, Public School Education in North Carolina, P. 224
2. Public Laws 1866-67 - Chapter 14.

control naturally caused a great variation of standards for the public schools. The schools were left without a central head and largely to the mercy of local indifference. For a time it seemed that the start which had been made in the State toward developing a creditable school system would be entirely lost, but the school law which passed in 1869 following the new constitution of 1868, served as a redeeming feature and furnished the basis for later progress.

The school legislation of 1869 was nearly the same as that of 1839 except that the new laws were more definitely mandatory. The law of 1869 definitely prescribed three things: (1) a school term of at least four months, (2) education of the negro, and (3) a general school tax. Otherwise, this law was

"to all intent and purposes practically a copy ¹ of the law of 1839 and its subsequent revisions."

It was difficult to establish schools during the period between the war and 1900 for the burden of maintaining them had to be borne by the county.

Between the Civil War and 1900 North Carolina had not been seriously aroused to the cause of public education. In that year, however, a new qualification for electors was to be fixed, and the man for the occasion

1. Knight, Public School Education in North Carolina, Page 236.

was the standard bearer of the Democratic majority, Charles Brantly Aycock. Intelligence was the watchword of the campaign, and a provision before the people was that no one, black or white, coming of age after 1908 should be allowed to vote unless he could read and write. This caused the people to react more favorably to the educational revival for which the educational forces of the State had been preparing some eight or ten years before. A popular Northern periodical thus summarized the work of Aycock:

"Charles B. Aycock and those he modestly represents are rehabilitating a State. They are building a broad foundation of universal education for the superstructure of North Carolina's political and economic future. Progress in recent years has been marked; already North Carolina can give an account of herself. The per capita expenditure on education increased from sixteen cents in 1870 to fifty-one cents in 1900, while the average earning power of the people doubled in the decade ending in 1900; but this is only the beginning."¹

According to this quotation, which is entirely supported by facts, North Carolina before 1900 had regained a measure of economic prosperity, and it was on this basis that Aycock and his followers could build. So it is probably true that the recent progress in standardization and uniformity has not been so much a change in educational theory as that of simply putting into practice a theory present all along. The theory was in practice in a measure

1. Herrick, C. A., Reclaiming a Commonwealth, Outlook, June 20, 1903.

when the Civil War began. But it was necessary to arise from the general poverty of 1865 before a sound school system could be built.

CHAPTER II

STANDARDIZATION OF TERM, MONTH, AND DAY

Before 1869 the length of the school term varied in the various districts according to the ability or desire of the local district to provide for one, two, three, four, or any number of months. Before that date the districts were permitted to establish and maintain public schools; but the act of 1869 required each township to maintain a school. The legislative body realized the need of establishing a minimum standard for the length of public schools. The law regarding the minimum term read:

"In each township there shall be biennially elected....a school committee...., who shall establish and maintain, for at least four months in every year, a sufficient number of schools at convenient localities, which shall be for the education of all children between the ages of six and twenty-one years residing therein."¹

We see in this section of the law the provision for standardized opportunity, for provision was made herein to provide for the education of all children between the ages of six and twenty-one years.

It is interesting to note that the General Assembly feared that long school days might endanger the health

1. Public Laws of North Carolina, 1868-69, Chapter 184, Section 15.

of pupils and set the maximum day instead of the minimum day:

"For the purpose of protecting the health of young children, it is hereby provided that no school shall be continued in session more than six hours a day exclusive of intermission. Any teacher guilty of violation of this provision of this section shall be summarily dismissed by the school committee."¹

The sentence regarding the violation was revealed by the General Assembly the following year. The statute defined the school "day", "month", and "term" as follows:

"A school day shall comprise six hours exclusive of recess; a school month twenty days, exclusive of the first and last day of each week; a school term four months."²

The school term has been changed since 1869, but the school month and day have remained practically the same to the present time.

There was no further legislation of school term, month, and day before 1900. The only change in the school term has been the amendment of the constitution which fixed the minimum school term at six months. One of the most important acts of school legislation came in 1917 when the General Assembly submitted to the voters of the State an amendment to section three, article nine of the constitution of North Carolina to provide a six months minimum

1. Public Laws of North Carolina, 1868-69, Chapter 184, Section 41.
2. Public Laws of North Carolina, 1868-69, Chapter 184, Section 79.

¹
school term. This amendment was adopted in the same year. This sentiment for a longer school term was begun in 1913, when a law was enacted giving the counties permission to levy an extra tax for the purpose of increasing the public school term from four to six months term. This tax was levied by some counties until the constitution was amended so as to make the term standard for the State.

In an act to amend the consolidated statutes and to codify the public school laws in 1923, we find the constitutional provision for a general and uniform school system throughout the State expressed thus:

"The length of term in each school shall be one hundred and twenty days....with free tuition to every man or woman who has not finished high school."²

"A school day is defined to mean the number of hours each day the public schools are conducted and the time teachers are employed to instruct pupils or supervise their activities. A school month shall consist of not less than twenty school days."³

The County Board of Education may determine the length of the school day in all county schools, and the board of trustees in all other schools:

"Provided, the minimum time for which teachers shall be employed in the school room and on

1. Public Laws of North Carolina, 1917, Chapter 192.
2. Public Laws of North Carolina, 1923, Chapter 136, Section 1.
3. *Ibid.*

the school grounds supervising activities of pupils shall not be less than six hours."¹

In an educational bulletin published by the State Superintendent of Public Instruction, Raleigh, North Carolina, in 1921, we find a classification of schools. This classification of school standards was based upon length of term. This requires a minimum term of eight months for a standard school and a term of nine months for group I schools.

The length of the school day has caused some discussion as to whether the law intended that every child must be kept for the full six hours exclusive of recesses. In the rural school where the teacher has from four to seven grades, the pupil is sitting the greater part of his time free from the strain of recitation. His hours on recitation were short under the six-hour program. In the city school and the large consolidated school, this presents a different problem. In this type of school we find one teacher giving her entire time to instructing a group of twenty-eight or thirty children grouped homogeneously. In the large school the pupil will receive much more individual instruction and thereby obtain more benefit

1. Public Laws of North Carolina, 1923, Chapter 136, Section 33.
2. Rules and Regulations Governing Public High Schools, Educational Publication, No. 88, State Superintendent of Public Instruction, 1921 (Raleigh, 1921).

by attending even shorter hours than the pupil in the one or two-teacher school. The larger type school has a term of eight or nine months, which is a decided advantage to the pupil. The State Superintendent has permitted the small pupils in the large schools to be sent home before the six-hour day has closed. This permission was granted upon section thirty-three of chapter one hundred and thirty-six in the school laws of 1923 which read:

"....Teachers shall be employed in the school room and on the school grounds supervising activities....not less than six hours."¹

In city schools the primary pupils are sent home before the school unit closes, but the teachers remain on duty.

The standardization of the day and month is a great protection to the child and the tax payer against the negligent teacher who might be inclined to cut the day and month too short to get in all of the required work.

The standardization of the term means that every child will have opportunity to cover a minimum ground in each school year. If the pupil transfers from one school to another within the County or State, he has had the same work or the equivalent to the work done within the new school.

In conclusion, it is interesting to notice the

1. Public Laws of North Carolina, 1923, Chapter 136, Section 33.

change in attitude of the legislative bodies in regard to the school day. At first the length of the school day was set as a maximum time of six hours,—now we find the minimum day to be six hours.

CHAPTER III

STANDARDIZATION OF CURRICULUM AND TEXTBOOKS

The exercise of state control of textbooks has changed back and forth from absolute control to mere recommendation. We found the first legislation after the Civil War relative to state control of the curriculum in the school laws of our State in section three of the general school laws of 1868-1869. The clause read as follows:

"The Board of Education shall prescribe the course of studies to be pursued...."¹

This section of the laws had a bearing upon the selection of textbooks and the requirements for teachers. In order to give the above provision more force, the same General Assembly declared one of the duties of the local committee to be

"To require the series of text-books, adopted by the order of the State Board of Education, to be used exclusively in their schools."²

This section of the law was repealed by the General Assembly of 1869-70.

The County Examiner was also authorized to enforce the course of study. There seemed to be a conflict

1. Public Laws of North Carolina, 1868-69, Chapter 184.
2. Public Laws of North Carolina, 1868-69, Chapter 184, Section 22.
3. Public Laws of North Carolina, 1868-69, Chapter 184, Section 36.

or overlapping of powers of the examiner and the local committee in regard to the enforcement of the school curriculum. However, a close study of the laws revealed that there was not a real conflict. The section referred to relative to the examiner specifies a standard minimum scope of the public school curriculum, and the examiner's duty was to urge the enforcement of that minimum standard. The local committee was expected to have a more general authority in the execution of the school curriculum prescribed by the State Board of Education.

The statutory standard scope of instruction was as follows:

"Instruction shall be given in the schools of the several grades as follows, viz: reading, writing, orthography, arithmetic, geography, English grammar, and the Board of Education may require such other studies as may be deemed necessary: Provided, that no such studies shall be pursued to the neglect or exclusion of the studies herein specified, and that thorough instruction shall first be given in all the enumerated branches."¹

Evidently local pressure was brought upon the legislature in 1870-71, which changed the "shall prescribe" authority of the State Board of Education to mere recommendation in the course of studies:

"That the Board of Education may recommend the course of study."²

1. Public Laws of North Carolina, 1868-69, Chapter 184, Section 40.
2. Public Laws of North Carolina, 1870-71, Chapter 237.

The local interests were fighting for local control. It is a natural tendency for a person or group of persons to be slow in giving up an immediate privilege for even a larger benefit, for a common good. This reaction was probably due in part to the "Carpet Baggers" from the North and Middle West, who desired more local control. Many of them were accustomed to the district and township systems of public schools in the Middle West and were great believers in theoretical democracy. North Carolina had had fairly strong state control of public schools before the Civil War. Rev. S. S. Ashley, the first State Superintendent of Public Instruction under the Reconstruction regime, in his first report said,

"To within a recent period the provisions made by this State for public schools were not only generous, but munificent. All circumstances considered, scarcely any sister state in the union surpasses North Carolina in this regard."¹

We found only a slight reference to the course of study in the school law of 1871-72:

"The State Board may recommend the course of study...."²

The law of 1881 showed a decided action for state control over school textbooks. The law very definitely

1. Report of State Superintendent of Public Instruction, 1869.
2. Public Laws of North Carolina, 1871-72, (Raleigh 1869) Chapter 189, Section 34.
3. Public Laws of North Carolina, 1881, Chapter 200, Section 38.

forbade the teaching of any subjects other than the common subjects. This action was to prevent teachers from taking undue amount of time from the elementary instruction to give instruction in high school subjects. But with the special consent from the local school committee any other subject could be taught if it did not conflict with the statute or constitutional provision. This school law of 1881 authorized the State Board of Education to recommend a group of textbooks to be used over a period of three years, unless the same board saw fit to change at an earlier period, or unless they should be compelled to change by the legislature of the State. This legislation would prevent much inconvenience and extra expenses to all persons concerned. The State Board of Education was required to fix a standard price on the books they recommended for use. This was the first time the State had attempted to fix a standard price on textbooks; but such a method of regulating the price of textbooks has prevailed at various intervals since 1881.

In addition to the course of study already prescribed, "elementary physiology and hygiene" was included as a regular school subject for the common school.

1. Public Laws of North Carolina, 1881, Chapter 200, Section 9.
2. Public Laws of North Carolina, 1885, Chapter 174, Section 12.

The school law of 1889 made it imperative for
¹
all public schools of the State to use books recommended
by the State Board of Education. This board was given the
privilege to recommend two or more sets of books as they
saw fit. This left room for a choice to the local school
officials.

Another addition was made to the public school
course of study in the year 1891. The General Assembly
²
of that year passed an act requiring that the nature of
strong drink and narcotics and their effects on the human
system should be taught to all children. The law pro-
vided that such pupils as were not sufficiently far ad-
vanced to read should be taught orally.

The people became dissatisfied with this method
of choosing the textbooks. They wanted local control of
the textbooks in their schools. The General Assembly
repealed the law empowering the State Board of Education
to adopt the textbooks and gave that power to the county
³
boards of education in 1895. This shift of power from
State to local control of textbooks remained until after
1900.

1. Public Laws of North Carolina, 1889, Chapter 199,
Section 22.
2. Public Laws of North Carolina, 1891, Chapter 169,
Section 1.
3. Public Laws of North Carolina, 1895, Chapter 439.

¹

The school law of 1899 reaffirmed the necessity of school books to contain a considerable amount of subject-matter about narcotics and strong drinks. This act contained further regulation concerning textbooks. The law forbade raising the price of textbooks adopted before the expiration of the three-year period. The children should know the price of public school books; the county board of education was required to

"....Cause the names and prices of all public school books to be printed on cardboard and kept posted in each and every public school house."²

The outstanding courses up to this date seemed to be subjects which concerned the structure and care of the human body. The consolidated statute of 1899 included civil government, history of North Carolina and of the United States, and such other subjects as the district committee might direct along with the other branches named in this essay.

We notice that the chief changes were away from state control of textbooks to county control. The county units wanted to say what books should be used, and what publishers should be patronized. By 1900 the textbook

1. Public Laws of North Carolina., 1899, Chapter 732, Section 74.
2. Public Laws of North Carolina, 1899, Chapter 732, Section 80.
3. Public Laws of North Carolina, 1899, Chapter 732, Section 39.

situation had reached the point of vital concern to the great mass of common people.

"The problem of getting textbooks to all of the common people is of great concern in every state. Often times it has placed a great hardship on individuals, and also been the cause of many pupils dropping out of school."¹

Superintendent Mebane in his report tried to lay the situation before the General Assembly as to the way other states handled the textbook situation. He recommended that textbooks be adopted for the entire State. This recommendation was fostered because of the tremendous amount of money which various textbook publishers were forced to spend in order to get books adopted in June 1896. Needless to say this great expense was paid by the children who used the books. The unnecessary expense comes, not in writing the textbook, but in putting it on the market. Superintendent Mebane stated that if the Examining Board could adopt textbooks for the whole State that the books could be purchased for about fifty per cent of the wholesale price. The needless expense of thousands of dollars for agents would be eliminated. He applied business methods to the purchase of textbooks, for instance, purchasing in large amounts in order to lower the price. The Superintendent's argument

1. Report of State Superintendent of Public Instruction, 1896-98, (Raleigh 1898) PP.17-18.

was that the State could expect better terms from any publishing house when it supplied the entire State rather than one county.

The General Assembly appointed as a Textbook Commission in February, 1901, the State Board of Education, whose duty it was to select and adopt a uniform series or system of textbooks for use in the public schools of North Carolina. The books, when selected and adopted, should be used for a period of five years, in all of the public schools. It was made unlawful for any school officer, director, or teacher to use any book, other than from the adopted list. The common branches first adopted were:

"Orthography, defining, reading, writing, drawing, arithmetic, geography, history of North Carolina containing the State Constitution; history of the United States, containing the Constitution of the United States; grammar and language lessons, physiology, hygiene, nature and effect of alcoholic drinks, and narcotics, elements of civil government, elements of agriculture, theory and practice of teaching: Provided that none of these textbooks shall contain anything of a partisan or sectarian character."¹

This law of 1901 required agriculture, and theory and practice of teaching for the first time in the public school curriculum.

The Governor was empowered to appoint a sub-committee of not more than ten nor less than five to be

1. Public Laws of North Carolina, 1901, Chapter 4, Section 37.

selected from teachers, principals, and superintendents in active service in the State. These members were to be representatives of the entire State. It was the duty of this sub-commission to examine and report books for adoption by the Textbook Commission.

The adopted books were to be priced and the price printed upon the back of each book. Any dealer, agent, or clerk selling any book above the adopted price was guilty of misdemeanor.

The General Assembly of 1901 emphasized the importance of instruction in the nature of alcoholic drinks and narcotics as to their effect upon the body in connection with physiology and hygiene. These were to be included in the branches of the common schools. The primary and grammar grade books were to devote one-fourth of the space to these subjects. The high school texts were to have twenty pages upon this subject. In fact a knowledge of the effects of alcohol was made a requirement for a teacher's certificate.

The General Assembly of 1905 amended the law of 1901 relative to the subjects to be taught as follows:

"The branches to be taught shall be spelling, reading, writing, arithmetic, drawing, language, lessons and composition, English Grammar, geography, the history and constitution of North Carolina, the history and constitution of the United States, elements of agriculture, oral instruction in elementary physiology and hygiene, including the nature and effect of alcoholic drinks and

narcotics, Provided, that in the public schools employing more than one teacher the elements of civil government, physiology and hygiene, including the nature and effect of alcoholic drinks and narcotics and such other subjects as the State Board of Education may require."¹

In 1907 the General Assembly revised this list of textbooks to include the elements of civil government, and a textbook in physiology and hygiene.

When book selections were made, the law provided that the Textbook Committee might notify the publisher and ask him to reduce his price if it seemed too high. If the request was not met, the next choice in books was to be selected. When selections were made, advertisements were published for sealed bids for publishers to furnish the book to the State for a period of five years. The bidder was required to make a deposit with the State Treasurer of an amount according to the order for books. The deposit was a forfeiture deposit to supply the books.

One interesting act of legislation should be cited at this point concerning these laws dealing with the adoption of textbooks and curriculum. The General Assembly of 1917 authorized the Governor to appoint a commission to consist of three or more members, to serve without compensation, whose duty it was to prepare courses of study in agriculture, manual training, and home economics for

1. Public Laws of North Carolina, 1905, Chapter 533, Section 9.

the public schools of the State.¹ In order to encourage this work the commission was authorized to prepare a system of credits for work done outside of school.²

There was a gradual growth toward state control of the public school course of study from 1900 to 1919. However, the curriculum remained nearly constant from 1907 to 1919. Incidentally, in the school law of 1919, the State Board of Education was permitted to direct other subjects beyond the statutory requirements.³

The General Assembly of 1919 passed an act to secure uniformity of high school textbooks. A state committee was provided to adopt a multiple list of books. The county was then made the unit for adopting books from this list.⁴ This plan is still in use today. The county unit is justified in all probability, because of the varied economic, climatic, and industrial conditions of the State. The needs of the high school pupils are varied, while the common public school aims are the same. It was the duty of the State Superintendent of Public Instruction to print the approved multiple list of high school textbooks showing the wholesale, retail, and exchange prices

1. Public Laws of North Carolina, 1917, Chapter 190, Section 1, Page 339.
2. Public Laws of North Carolina, 1917, Chapter 190, Section 3, Page 340.
3. Public Laws of North Carolina, 1919, Chapter 254, Section 2.
4. Public Laws of North Carolina, 1919, Chapter 201, Section 1.

for each book. A county committee composed of the County Superintendent, Superintendent of the largest city school, and three high school principals or teachers appointed to complete the committee was to select textbooks from the state approved list. These books were to be adopted by the county board of education for a period of five years.

The State Board of Education was authorized by the General Assembly of 1921 to adopt textbooks for use in the elementary public schools of the state, supported wholly or in part out of the public school funds. The Governor and the State Superintendent of Public Instruction were authorized to appoint a Textbook Commission, composed of seven members to be selected from active supervisors, principals, teachers, and superintendents to serve for a period of five years, or until their successors had been appointed and qualified. The Governor and Superintendent had the power to fill vacancies or to remove members from the commission for just cause. The Textbook Commission was required to prepare a course of study setting forth what subjects should be taught in each grade in the elementary school. This course of study was to give in outline the basal and supplementary books for each grade in accordance with the law. All subjects on which books were to be adopted by the State Board of Education

were the basal texts, while all other books were supplementary books. The chairman of the Textbook Commission was required to submit to the State Superintendent of Public Instruction a report containing a multiple list of books in accordance with the course of study for adoption. The State Board of Education was required by law to select books from this list of books.

"The State Board of Education shall adopt on or before March first 1922, for a period of five years from the multiple list submitted, two basal primers for the first grade and two basal readers for each of the first three grades, one basal book, or series of books on all other subjects contained in the outline course of study for the elementary grades where a basal book or books are recommended for use: Provided the State Board of Education may enter into a contract with a publisher for a period of less than five years, if any advantage may accrue to the schools as a result of a shorter contract than five years."¹

The commission was required to select for both major and minor subjects. The major subjects included readers, arithmetics, language and grammar, history, and geography. All of the other subjects were considered as minor subjects. Provision was made for only one basal textbook to change in a given year. This regulation was to carry out the original idea of economy to the pupil in purchasing the textbooks. The use of basal textbooks was

1. Public Laws of North Carolina, 1921, Chapter 145, Section 3.

binding to the extent that any principal or teacher might cause his certificate to be revoked for not using the required books.

In 1923 the General Assembly passed an act to require a course of instruction in Americanism to be taught in the public schools. This course included such items of instruction as the following:

1. Respect of law and order.
2. Character and ideals of the founders of our country.
3. Duties of citizenship.
4. Respect for our national anthem and flag.
5. A standard of good government.
6. Constitution of North Carolina.
7. Constitution of the United States.

The provision was made in this act for the State Board of Education to adopt a suitable textbook in Americanism, which must conform to the course of study as outlined by the State Superintendent of Public Instruction.

The State course of study for the elementary schools published in 1923 was based upon the Public School Law, Codification of 1923:

"The county board of education shall provide for the teaching of the following subjects in all of the elementary schools having seven grades or seven years: spelling, reading, writing, grammar, language and composition, English, arithmetic, drawing, geography, the history and geography of North Carolina, history of the United States, elements of agricul-

ture, health education including the nature and effects of alcoholic drinks and narcotics, and fire prevention."¹

The course of study was prepared primarily to aid the inexperienced teacher in organizing the subject-matter for the various grades, and to offer suggestions for improving the teaching.² It set up the aims and objections of each subject to be taught. Type lessons are also given in the course of study. The amount of time was specified in the subjects of health and physical education, writing, music, and drawing. The time allotted to these subjects was the minimum, and will serve as a check for the teacher who may not realize the worth of the subjects named. The codification of 1923 provided for the last outstanding change in the elementary curriculum made during this study.

An extensive study of the high school situation in North Carolina was made in 1923-24. This data revealed that the high schools had made such rapid growth as to cause teachers to teach in so many fields that adequate preparation was impossible. The principle of pupil electives had been carried so far that there was a lack of continuity on the part of the pupil; the schools were offering too many subjects for economical administration and

1. Public School Law Codification, 1923, Section 39.
2. Educational Bulletin No. 65, Published by State Superintendent of Public Instruction (Raleigh, 1923) Page 5.

1
effective work.

This study resulted in the high school reorganization of 1925-26. This plan involves the narrowing to some extent of the high school curriculum. It limits the amount of foreign language offered in order that more room may be given to home economics and agriculture which seem so essential to rural high school boys and girls. On the other hand this reorganized curriculum should prove more effective in that no teacher is permitted to teach in more than two fields. The idea of preparing to teach and receiving a certificate for definite work will help both schools and teachers. We have reached the stage of specialization in the field of education, as well as in other lines of work.

The standardization of textbooks has meant greater uniformity in subject-matter taught in our schools. This is an advantage for pupils who transfer from one to another school; they will be able to continue their work without a very great loss of time, because they have covered the same content in the same books. Likewise, it is a great financial saving to a roving population, because the children will be able to continue their work in the same textbooks. The standard textbook means a great financial

1. High School Reorganization - Educational Publication, No. 98, Page 5. State Superintendent of Public Instruction (Raleigh 1926).

saving for the entire school population of the State. We can see this point more readily if we will apply the business proposition involved, the greater the demand or sale the less the cost of production. Any publisher will contract to furnish the State for less than he can afford to agree to furnish a county as a unit.

Summary of Standardization of Curriculum and Textbooks

The exercise of state control of textbooks and curriculum has changed back and forth from absolute requirement to mere recommendation. The State Board of Education prescribed the course of study under the laws of 1868. This law was soon changed, for local interests were fighting for local control. The local committee was required to have state adopted textbooks used exclusively in their schools.

In 1881 there was a decided step toward state control. The law provided that no subject other than the common school branches could be taught. The textbooks were to be adopted by the State and standard prices set for all books in use. Great stress has been laid upon the health of the body. This had an important place in the curriculum all along.

The power to adopt textbooks was shifted from the State Board of Education to the County Board in 1895 and

remained there until after 1900. Local control of schools was the cry during this period. This of course caused a great many kinds of textbooks to be used and many publishers to be patronized. This situation increased the cost of textbooks considerably.

The State regained control of textbooks in 1901 and made adoption for a period of five years. There was a gradual growth toward state control of the public school curriculum from 1900-1919. In the first of the chapter we found that the local committee could approve courses beyond the statutory requirements, and then in the school law of 1919, the State Board of Education was permitted to direct other subjects beyond the statutory requirements. The standard textbooks gave uniformity to the school curriculum, and also less expensive textbooks.

In 1919 the county was made the unit for adopting high school books. This adoption was to be made from the state approved list of textbooks. This was the first time the State had adopted a list of high school texts. The list adopted was a multiple list from which each county had to select.

A few additions have been added to both the elementary and high school curriculum at intervals. The last complete change in the elementary school curriculum was in 1923. The high school reorganization of 1925-26 marked the last change in this field.

CHAPTER IV

STANDARDIZATION OF CERTIFICATION
AND SALARIES OF TEACHERS

The requirements of certification and salaries for teachers are combined in this study for the reason that they are almost inseparable for practical purposes. It is necessary to increase the salary in proportion to the higher standards of certification for the following reasons: first, to enable the rural teacher to prepare better for the profession; and second, to encourage the teacher to prepare and to remain in the teaching profession. North Carolina has made great progress toward standardization of these requirements. We find in the school law of 1869 that the State Board of Education was empowered to prescribe

".....The manner of examining and approbating teachers."¹

Section thirteen of the same act provided that no teacher should be paid his salary

".....Unless the teacher exhibited a regular certificate of mental and moral qualification from the County Examiner dated within one year of that time."²

1. Public Laws of North Carolina, 1868-69, Chapter 184 Section 3.
2. Public Laws of North Carolina, 1868-69, Chapter 184 Section 13, Page 460.

We notice in the above law that mention is made of the moral qualification of the teacher. The lawmakers placed mental and moral qualifications equal in determining the eligibility of a teacher. It is interesting to notice the emphasis placed upon morality at this early date, while at present the requirements are based upon training and experience with morality taken for granted. The lawmaking body has taken precaution against immorality by the provision that no certificate is valid until countersigned by the superintendent for whom the teacher is to teach. Furthermore, gross immorality is given as a just cause for revocation of a certificate.

The school law of 1872 was simply a restatement of the former law that the certificate must be issued by the county examiner.¹

The law of 1873 restated the law of the previous year, and made a further requirement, which provided for certification of teachers in three classes. This clause reads as follows:

"If applicants are qualified to teach classes in the higher branches of English, they shall receive certificates of the first grade; if qualified to teach only in the ordinary branches of English, they shall be given a certificate of the second grade; and all applicants qualified to teach primary classes only shall be

1. Public Laws of North Carolina, 1871-72, Chapter 189, Section 14 and Section 30, Pages 310, 315.

given certificates of the third grade...."¹

The above provision makes a distinction in certificates according to the work to be done. This distinction is based entirely upon mental training. We see here the origin of a common fallacy that has been prevalent in our school system till the present. I refer to the classification of teachers; e.g., the primary grades were always given the most poorly trained teachers, and the advanced pupils were given the best trained teachers. This might be explained by the idea that teaching was simply passing on certain knowledge and skills that the teacher had accumulated without any knowledge of the child to be taught.

The first legislation concerning the standardization of salaries for teachers was made in 1873. This regulation seems to have been made, not with the view of giving a reasonable wage to the teacher, but for the purpose of protecting the school funds against high teachers' salaries. This legislative action fixed the maximum and not the minimum salary. This act read as follows:

1. Public Laws of North Carolina, 1872-73, Chapter 90, Section 14, Page 122.

"....Teachers of the first grade shall not receive out of the school fund more than two dollars per day; of the second grade not more than one dollar and fifty cents per day; and of the third grade not more than one dollar per day."¹

The State Board of Education adopted rules and ² regulations for teachers' salaries in 1873. The salary was based upon pupil attendance as well as on type of certificate. A footnote was printed upon the voucher blank concerning the salary regulation. This was to place a maximum wage for teachers after a certain average ³ attendance was reached.

The consolidated statutes of 1877 simply made a restatement of previous acts relative to teachers' certificates and salaries, and qualifications.

The General Assembly made an exception to the standard salary for teachers, in the law of 1877, in the case of special charter districts. The exception was that the qualified principal or other teacher should not be subject to the salary restriction, but the township committee ⁴ might pay a just and reasonable salary. This was, so far as

1. Public Laws of North Carolina, 1872-73, Chapter 90, Section 25, P. 127.
2. Report of Superintendent of Public Instruction, 1873-74, (Raleigh 1874) P. 8.
3. Report of Superintendent of Public Instruction, 1873-74, (Raleigh 1874) P. 34.
4. Public Laws of North Carolina, 1876-77, Chapter 285, Section 3, P. 556.

was found in this study, the first provision made by the General Assembly for a supplement to the state salary schedule. It became a customary provision in the special charters of the city schools, as one after another they were organized, that such districts could pay salaries above the state schedule.

The consolidated school laws of 1881 transferred the general powers of the old school examiner into the hands of the newly created officer, the county superintendent. The general regulations concerning examinations were retained, but additional regulations concerning content and method of administering the examinations were made. The applicants were required to measure up to the following standard of excellence:

"A certificate shall not be issued to any applicant who makes less than fifty per centum in any one branch, or whose general average is less than seventy per centum. A general average of ninety per centum and over shall entitle the applicant to a first grade certificate; a general average of eighty per centum or more shall entitle the applicant to a second grade certificate; and a general average of seventy per centum or more shall entitle the applicant to a third grade certificate; but a third grade certificate may be issued if the applicant is proficient in spelling, reading, writing, and the four fundamental rules of arithmetic."¹

1. Public Laws of North Carolina, 1881, Chapter 200, Section 38, P. 383.

This statute makes further provisions for salaries of teachers. It provides that teachers of third grade certificates shall not receive more than fifteen dollars per month out of the public school fund; second grade certificate not more than twenty-five dollars, while the salary of first grade certificates may be determined by the committee, with the approval of the county superintendent. These salaries seem small to the modern teacher, but considering the value of money in 1881, these salaries compare favorably with present day salaries, except for the short school term in 1881. We find in these provisions the possibility for the best qualified teacher to receive a salary above the normal scale. This principle prevails among modern school executives and administrators.

The partial third grade certificates were abolished by the law of 1883. No person could receive a certificate by merely showing proficiency in spelling, reading, writing, and arithmetic, but must make at least an average grade of seventy per cent on the county examination.

We found that the county superintendent was empowered to secure assistance in giving the examinations to applicants for teachers' certificates.

1. Public Laws of North Carolina, 1881, Chapter 200, Section 52, P. 387.
2. Public Laws of North Carolina, 1883, Chapter 121, Section 15, P. 179.

Then we noticed that applicants were granted a
¹
 partial third grade certificate and assigned to a certain
 district without the privilege of a change. This was only
 an emergency measure because of the lack of trained teach-
 ers.

²
 The school law of 1889 carried forward, from
 the law of 1883, the provision for abolishing the partial
 third grade certificate. The county superintendent could
 no longer select a partial list of studies as a basis for
 the issuance of a teacher's certificate. This act made an
 additional requirement for applicants who secured a first
 grade certificate. This was a satisfactory examination on
 some book on school economy and theory and practice of
 teaching.

³
 This was a very definite step toward professional
 training requirements for teachers. This section authorized
 the director of the county institute and the county superin-
 tendent to examine teachers and issue first grade certifi-
 cates valid for three years. The certificate for a period
 of three years offered encouragement to the ambitious teacher.

⁴
 The law of 1891 required the applicant for a teach-
 er's certificate to pass a satisfactory examination on the

1. Public Laws of North Carolina, 1883, Chapter 121,
 Section 15, P. 179.
2. Public Laws of North Carolina, 1889, Chapter 199,
 Section 10, P. 165.
3. Public Laws of North Carolina, 1889, Chapter 199,
 Section 41, P. 170.
4. Public Laws of North Carolina, 1891, Chapter 169,
 Section 3, P. 154.

materials the law required him to teach concerning drugs and strong drinks. This principle of certification has in recent years been somewhat neglected by the state officials who are responsible for the certification of teachers. Some more recent certification laws have been out of harmony with the idea of specific training in the subjects to be taught. The condition is, and has been in recent years, that a college graduate may secure a class "A" certificate and teach in any field regardless of college preparation in the assigned field. However, there is a danger of swinging too far in the opposite direction, as has been suggested in some fields. The certificate should indicate that the individual has satisfactory knowledge of content in the work to be taught.

1

The school law of 1897 provided for the issuance of a first grade life certificate, and it entirely abolished the third grade certificate. The life certificate was required to be renewed every five years; the applicant was required only to state that he had been engaged in teaching since issuance or previous renewal.

2

We found that the school law of 1899 did not change the salary of twenty-five dollars for second grade teachers,

1. Public Laws of North Carolina, 1897, Chapter 108.
2. Public Laws of North Carolina, 1899, Chapter 732, Section 20, P. 908.

but provided that the county board of education might fix a maximum salary for first grade teachers. The short school term tended to favor local teachers, even relatives of the committeemen. The law prescribed further, that certificates issued by any institution, as was prescribed by law, should be void when a person holding the certificate should fail to teach for three consecutive years in some school in the State.¹ The law set up new standards in scholarship for certificates. The applicant was required to make a grade of more than sixty per cent in order to obtain a certificate.²

The General Assembly of 1899 provided that the State Board of Education should elect biennially a Board of Examiners, who should consist of three professional teachers and the State Superintendent of Public Instruction, to prepare for a reading course for teachers. This Board had the power to grant first grade life certificates good for any county in the State. This Board was required to send out examination questions and full information for the life certificate. The State Board of Education was required to examine and grade the papers of all applicants. Each

1. Public Laws of North Carolina, 1899, Chapter 732, Section 30.
2. Public Laws of North Carolina, 1899, Chapter 732, Section 39.
3. Public Laws of North Carolina, 1899, Chapter 732, Section 75.

applicant was required to pay, for the examination, a fee of five dollars, which went to the county school fund.

The biennial report of 1904-05 and 1905-06 marked a strong recommendation that the cities and wealthy counties should provide for high school instruction. Here was set forth recommendations that high school teachers should pass an examination given by the State Superintendent of Public Instruction, and that a minimum salary should be set by law. Superintendent J. Y. Joyner pointed out in this report that the improvement of teachers must be accompanied by an increase in salary. In 1906 the average salary for rural white teachers in North Carolina was \$34.24, and for colored teachers \$21.78. The average length of school term was eighty-six days for white and eighty-two days for colored schools. These conditions are self-explanatory as to the need of a better living wage for a teacher, and a longer school term. The teacher who was forced to teach four months a year and seek other employment for eight months could not be properly prepared for the profession. It was and is even today a sad fact that many teachers use the teaching profession as a mere stepping stone to something with better compensation.

2
Superintendent Joyner also made the recommendation

1. Report of Superintendent of Public Instruction, 1904-06, (Raleigh 1906) P. 41.
2. Report of Superintendent of Public Instruction, 1904-06, (Raleigh 1907) P. 61.

that a state certificate be issued by the State Board of Examiners. This certificate was to be given after an examination and only to first grade teachers. This certificate was to be issued for a period of five years with a minimum salary of thirty-five dollars per month.

The school law of 1905 made the following provision:

"The State Superintendent of Public Instruction, in lieu of the provision in section 9 of chapter 533 in reference to the examination, may provide a uniform system of gradation, examination and certification of teachers,.....also for making the classification of teachers' certificates into primary, intermediate, and high school."¹

In addition to the county certificates, the
²
 General Assembly of 1907 provided for a certificate known as a state certificate. This was the first provision for a state organization for certificates.

The Assembly of 1911 amended the section relative to the salary of second grade teachers, changing the minimum salary from twenty-five to thirty-five dollars per month.³

An important school law was enacted in 1911 which⁴

1. Public Laws of North Carolina, 1905, Chapter 533, Section 9, P. 537.
2. Public Laws of North Carolina, 1907, Chapter 835, Section I (i).
3. Public Laws of North Carolina, 1911, Chapter 135, Section 1 (e).
4. Public Laws of North Carolina, 1911, Chapter 135, Section 1 (g).

compelled every public school teacher to attend biennially some county institute or an accredited summer school for at least two weeks. There was a penalty of revocation of a teacher's certificate for not complying with the above regulation.

In 1913 the State Board of Education was required to apportion money from the State Equalization Fund to counties complying with the requirements of the four months term. This fund was used to bring the term in each legal school district to an equal term of six months. This money was to be used for teachers' salaries. The salaries apportioned from the state fund for teachers could not exceed forty dollars for first grade teachers, thirty dollars for second grade, and twenty dollars for third grade teachers. To participate in this fund each county must have levied and collected a special school tax of fifteen cents on the one hundred dollars valuation, both real and personal, and forty-five cents on every taxable poll therein, to provide for a four months' term.

The amendment of 1915 was:

"....The said Board of Examiners may, in their discretion, and in lieu of examinations allow certain credits for academic and professional work in approved institutions and for successful experience."²

1. Public Laws of North Carolina, 1913, Chapter 33, Section 4.
2. Public Laws of North Carolina, 1915, Chapter 236, Section 8b, P. 312.

The provision was made in this amendment that the certificate was subject to renewal at the discretion of the Board of Examiners, and on second renewal might be converted into a life certificate. This was the first time credits had been given toward a certificate except by examination.

The state system of certification of teachers was enacted by the Assembly in 1917. However, it could not be enforced until after the World War in 1919. This law provided for the issuance of a five-year high school certificate, and a three-year elementary certificate, and for a minimum salary.

The school law of 1919 made the following provisions for salaries:

"A teacher holding a second grade certificate shall not receive more than forty-five dollars per month; an inexperienced teacher shall not receive more than the average salary of 1918 in the county for a teacher holding the same certificate; for elementary teachers with two or more years of experience sixty-five dollars per month; special primary and grammar grade certificates, seventy dollars; high school certificates, seventy-five dollars per month; principals in elementary schools of three or more teachers, one hundred dollars; and high school principals, one hundred and twenty-five dollars per month."³

1. Report of Superintendent of Public Instruction, 1920-22 (Raleigh 1922) P. 32.
2. Report of Superintendent of Public Instruction, 1920-22 (Raleigh 1922) P. 32.
3. Public Laws of North Carolina, 1919, Chapter 114, Section 2.

The apportionment from the state public school fund was made on this basis to the public schools. There is nothing in the above mentioned act to prevent any county board of education from increasing salaries of teachers from the special tax money, but the increase should be made on the same proportion as outlined above.

¹

In the Biennial Report of 1920-1922, Dr. E. C. Brooks defined, to a certain degree, three qualifications for teachers; namely, scholarship, professional training, and experience. A teacher might have these three qualifications and yet be poor, because of lack of personality. The State issued two classes of certificates: (a) Standard, and (b) Non-Standard. The State Department of Education has a record of scholarship, professional training, and experience of each certificate. The salaries of the standard certificates ranges from sixty-five to one hundred thirty-three dollars and thirty-three cents. The non-standard certificates ranged from thirty-five to sixty-five dollars per month.

The following certification and salary schedule came into effect in 1920-1921:

1. Biennial Report of State Superintendent of Public Instruction, 1920-22 (Raleigh 1922) P. 30.

Elementary Certificates	No Exp.	1 yr.	2 yrs.	3 yrs.	4 yrs.
Without college training		\$65	\$70	\$75	\$80
Equivalent to one year college		\$75	\$80	\$85	\$90
<u>High School, Primary, or Grammer Grade Certificates</u>					
1. Two years college		\$85	\$90	\$95	\$100
2. Three years college Two years normal		\$90	\$95	\$100	\$105
3. Four years normal A grade college		\$100	\$105	\$110	\$120
					\$133.33

The Division of Certification of teachers was created in the office of the State Superintendent of Public Instruction in 1921. This is without question one of the greatest steps toward standardization in schools. While it may not be perfect, it places scholarship, professional training, and experience in position for recognition. The certification plan has taught patrons how to select the better teachers, and it has encouraged all teachers to improve their standing; consequently, a better school system has resulted.

"All rules and regulations governing the certification of teachers, which were passed by the state board of examiners and institute conductors, are now in force, and shall be continued in force until changed by the State Board of Education."¹

1. Public Laws of North Carolina, 1921, Chapter 95, Section 5404.

1

The regulations for certification in 1921 stipulated that the Superintendent's certificate was issued after the applicant had graduated from a standard college with eighteen hours of professional training, with two summer schools credit, and the required experience. In 1925 the regulations stipulated that one of the summer schools must be earned within the last five year period. The professional study required by the superintendent was dropped from the 1925 regulations.

Certificates are issued upon: first, basis of training; second, basis of examination; and third, basis of certificates from other states.

No certificate higher than an Elementary B was issued on an out-of-State certificate, unless the applicant had a transcript of college, normal, or high school and summer school training.

3

The printed certification regulations of 1925 provided for the High School C certificate, and the Elementary B certificate to be issued upon passing a state examination in the county superintendent's office.

1. Regulations for Teachers Certificates in North Carolina, 1921, Educational Publication No. 29, State Superintendent of Public Instruction, (Raleigh 1921) P. 7.
2. Regulations for Teachers Certificates in North Carolina, 1925, Educational Publication No. 88, State Superintendent of Public Instruction (Raleigh 1925) P. 10.
3. Regulations for Teachers Certificates in North Carolina, 1925, Educational Publication No. 88, State Superintendent of Public Instruction (Raleigh 1925) P. 16.

The supplementary sheet provided for only the Elementary B Certificate by examination. This method of certification is not encouraged at present.

Types of Certificates Issued in 1925

1. Superintendents
2. Assistant Superintendents
3. High School Principals
4. Elementary School Principals
5. Supervisors
6. Provisional High School Principals
7. Provisional Elementary School Principals
8. High School Teachers, Classes A, B, and C
9. Grammar Grade Teachers, Classes A, B, and C
10. Primary Teachers, Classes A, B, and C
11. Elementary Teachers, A, B, and Provisional
12. Certification if non-standard grade, One-Year Temporary and Provisionals

The requirements for issuance, renewal, and raising of certificates may be found in an educational publication which is published by the State Board of Education. The High School Teacher's Certificate, Class C,

1. Supplement to the Printed Certification Regulations of 1925 (Raleigh 1925) P. 1.
2. Regulations Governing Certificates for Teachers in North Carolina in 1925, Educational Publication No. 88, State Superintendent of Public Instruction (Raleigh 1925) P. 2.

will be issued upon the completion of not less than sixty semester hours, of which at least six shall be in professional subjects. The High School C will also be issued upon the completion of ninety semester hours when the applicant does not have the twelve semester hours in Education, which are required for the Class B. The High School Certificate, Class A, will be issued upon graduation from a standard A grade college in academic or scientific courses, embracing one hundred and twenty semester hours, at least eighteen of which shall be in professional subjects. All high school certificates are valid for a period of five years. The Grammar Grade and Primary Certificates will be issued upon the same basis at the High School Certificates.

In July, 1926, the Elementary Certificates were made valid for five years instead of three years.

The Division of Certification will allow extra credit for the Master's degree. ¹ This provision was made to encourage teachers to pursue advanced work.

This branch of standardization has caused greater progress in the educational system possibly than any other department which is taken up in this study. It has done a great deal toward making teaching a stable profession.

1. Regulations Governing Certificates for Teachers in North Carolina, 1925, Educational Publication No. 88, State Superintendent of Public Instruction (Raleigh 1925) P. 12.

The best trained teacher has been in position to command a better salary. However, the maximum salary is still too small for the experienced teacher with advanced degrees. The school law permits the committees of special districts to supplement the teacher according to his felt need and their financial ability.

Summary—Standardization of Certification and Salaries

The certification and salaries of teachers are treated together to show their inter-dependence. We found that no teacher could receive a salary without first having a certificate. Mental and moral qualifications were equal in determining the eligibility of a teacher. The certificate was issued by the County Examiner.

The law then provided for three classes of certificates. The first grade certificate was granted to teachers qualified to teach the higher branches, the second grade to teachers of the ordinary branches, and the third grade to teachers qualified to teach primary classes only. The first legislation concerning standardization of salaries came in 1873. This was based upon pupil attendance as well as type of certificate. Later provision was made for a salary supplement to the worthy teacher from special tax.

The powers of the School Examiner were transferred to the newly-created County Superintendent in 1881.

The old methods of examinations were retained, but additional regulations were made. In 1891 teachers were required to take an examination on the materials they were to teach. The third grade certificate was abolished as the supply of teachers increased. The life certificate was provided, but this was revoked when the holder failed to teach for three years.

In 1907 provision was made for a state certificate plan. This was to be a gradation of certificates into primary, intermediate, and high school. These certificates were in addition to the county certificates. Later provision was made to give credit for academic and professional work in an approved institution and for successful experience.

From the enactment of the public high school law in 1907, public high school teachers in the state-aided schools have been certified by a state agency. Under the original law no teacher was permitted to teach in a state-aided school without a state certificate earned either by training or by examination. Under the law of 1917 the public high school teachers were placed on a salary along with elementary teachers, the certificate still being based upon training and experience. The reorganization program for high schools in 1925 proposed a scheme of certification by which certificates will specify the subject to be taught.

Salaries have always been low, and there was a little tendency to increase them in the high school about 1927. The greatest increase came with the introduction of the state salary schedule adopted in 1919-1920 and extended into 1920-1921.

CHAPTER V

STANDARDIZATION OF COUNTY AND STATE CONTROL

The public school law of 1838-39 made provisions for the election of superintendents of common schools. A majority of the justices of each county were authorized to elect not less than five or more than ten persons as superintendents. The superintendents were required to elect a chairman.

The Board of Superintendents was to appoint not less than three nor more than six school committeemen in each district, who were required to assist the superintendents in their districts.

Later the school committeemen were elected by all the white qualified voters of the district for a term of one year and until their successors were elected.

Just at the close of the Civil War some of the laws that had existed prior to the war were re-enacted relative to control of the public school. This would indicate that the school system after the war was influenced by the state system which had existed before the war.

In the law of 1867 the General Assembly authorized the county courts to

"Appoint, not more than five, not less than three, superintendents of common schools who shall hold office for one year, and until their successors are appointed...."¹

The number and method of appointment of superintendents had changed slightly. These superintendents were to have vested in them, as trustees for the common schools, the titles to the schoolhouses in their respective districts.² This act carried over the idea of state control over school property from the period prior to the war. The State effected indirect control through its county courts which appointed county superintendents, and the superintendents in turn held school property in trust for the State.

The next step toward state control of schools was taken in the school act of 1869 which provided:

"That the Governor, Lieutenant Governor, Secretary of State, Treasurer, Auditor, Attorney General, Superintendent of Public Instruction, and Superintendent of Public Works, do constitute a Board of Education, which shall meet at such times as a majority of the Board shall appoint: Provided, that the Governor may assemble the members of said Board any time at his discretion."³

The creation of this Board of Education, with the granting of certain powers, established a central body for the control of schools in the State. This control was rather

1. Public Laws of North Carolina, 1866-67, Chapter 15, Section 1, P. 21.
2. Public Laws of North Carolina, 1866-67, Chapter 15, Section 3, P. 23.
3. Public Laws of North Carolina, 1868-69, Chapter 184.

limited at first, probably in part because of the local self-government ideas of the Carpet Baggers, but the force and extent of state authority have been extended to the present time.

The exercise of legislative control was shown in reference to school funds. The legislature saw fit to restrict the Board of Education in investing funds:

"The Board of Education may, from time to time, as the same shall accumulate, securely invest the Public School Fund in bonds and securities of the State or of the United States."¹

The Assembly of 1870 amended the above provision to give a more positive state control over school funds. The amendment reads:

"The board of education (sic) may, from time to time as the same shall accumulate, invest the public fund in United States bonds and securities and railroad bonds, secured by a first mortgage: Provided, however, that such investments shall be made under the direction and approval of the General Assembly."²

We see the General Assembly had assumed complete authority over investing public school funds.

The legislature also provided for a per capita distribution of school funds on the basis of the number of school children in each county. The act of 1869 provided:

1. Public Laws of North Carolina, 1868-69, Chapter 184, Section 2.
2. Public Laws of North Carolina, 1870-71, Chapter 237.

"The net annual income of the public school fund shall be distributed among the several counties of the State, in proportion to the number of children to be instructed, at such time as the Board of Education shall direct."¹

The county commissioners, as agents for the State, were authorized to levy tax

"....For the purchase of sites for school-houses, for building or renting schoolhouses"²

Not only did the General Assembly provide for taxation, but we find that it placed restriction on handling and distributing the school funds.

We notice that the school law of 1869 shifted the power to control the school property from the hands of the County Superintendent to the hands of the School Committee in each Township. This localization of school property was the same sort of thing that had taken place before the Civil War in the Middle West. It was a part of the district system which has shown itself from time to time in North Carolina since the Civil War.

The law of 1869 gave the following powers to the school committee:

"....They shall be and are hereby intrusted with the care and custody of all schoolhouses, school-house sites, grounds, books, apparatus, or other

1. Public Laws of North Carolina, 1869, Chapter 184, Section 7, P. 459.
2. Public Laws of North Carolina, 1868-69, Chapter 184, Section 10.

school property belonging to their respective jurisdictions, with full power to control the same in such manner as they may deem best for the interest of public schools...."¹

This act authorized the township committee to purchase and dispose of school property according to the township needs.

The township school committee was given complete control over the conduct of pupils, the employment and dismissal of teachers, and the purchase of equipment; and they were authorized to make rules and regulations for schools so long as such regulations did not conflict with the general regulations of the State Board of Education.

The State exercised a very positive control over the use of school funds. The law provided that taxes collected for schools should be used to support schools. This section was amended the following year to place a greater restriction upon the use of this revenue

"....For the support of public schools in said counties respectively, and shall not be used for any other purpose."⁴

The school law made further provision for a standard distribution of funds in the several counties by declaring that school funds

1. Public Laws of North Carolina, 1868-69, Chapter 184, Section 18, P. 461.
2. Public Laws of North Carolina, 1868-69, Chapter 184, Section 22, P. 463.
3. Public Laws of North Carolina, 1868-69, Chapter 184, Section 52, P. 471.
4. Public Laws of North Carolina, 1870-71, Chapter 237, Section 5, Pages 387-388.

"....Shall be apportioned to the several Townships in proportion to the number of school census children between six and twenty-one years, as shown by the returns of the school census...."¹

The State Superintendent of Public Instruction was authorized to see that the statutes concerning state control of public schools be enforced, for he was required to

"....Direct the operations of the system of public schools and enforce the regulations and laws in relation thereto."²

The State Superintendent was also required to apportion to the several counties the school fund under standard requirements.³

The law of 1872 carried an amendment to the State Constitution which declared that

"The General Assembly shall make suitable provisions by law for the management and regulation of the public schools, and for perfecting the system of free public instruction."⁴

In this law we find that the control of schools in the county was shifted to the county commissioners who be-

1. Public Laws of North Carolina, 1868-69, Chapter 184, Section 54, P. 472.
2. Public Laws of North Carolina, 1868-69, Chapter 184, Section 65, P. 474.
3. Public Laws of North Carolina, 1868-69, Chapter 184, Section 68, P. 475.
4. Public Laws of North Carolina, 1871-72, Chapter 53, Page 85.

came the county board of education. They were to have full control in certain fields—as long as they did not conflict with state authority—over school matters in the county.¹

This county control was limited, for the township controlled the school property and buildings. But the county did control the certification of teachers through the appointment of the county examiner. The State Board of Education retained the power of apportioning the state school funds to the several counties.

The school law of 1873 simply restated the former laws in regard to school control.

The General Assembly had complete control of schools, except in the limitations of the state constitution. The legislature created the offices of education, granted privileges, and has the power to revoke any privilege or authority of that organization. This power was exercised in 1874 when the General Assembly enacted

"That all acts, rules, and regulations heretofore adopted by the State Board of Education in relation to free public schools be and the same are hereby repealed."²

This was probably the first time the legislative body had exercised such authority over the actions of the State Board of Education.

1. Public Laws of North Carolina, 1871-72, Chapter 53, Page 85.
2. Public Laws of North Carolina, 1873-74, Chapter 109, Section 1, P. 143.

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The amended constitution of North Carolina in 1875 provided for the separation of races in school, and also provided additional school funds.

The consolidated statutes of 1877 showed a slight change from the law of 1875. However, we found in the special act of 1877 a provision for a densely populated district to levy a special tax for the establishment of a special graded school.³ There were a number of changes in methods of controlling school funds, certification of teachers, and local administration. These changes on the whole represented a shift of powers from old officers to the hands of a newly created one, the county superintendent. The State Board of Education controlled the "powers and trusts" of the old literary fund directors. The new county superintendent was required to take over the duties of the old county examiner along with his other duties. But with all of these changes there was no change in the source of authority, powers remaining in the State and County.

The act to provide local assessments in aid of public schools which was ratified in 1883, made possible the levying of local tax on the property of white persons

1. Constitution of North Carolina (as amended in 1875) Article IX, Section 2.

2. Ibid, Sec. 5.

3. Public Laws of North Carolina, 1876-77, Chapter 285, Section 1, P. 556.

for schools for white children and a similar tax on the property of colored people for schools for their children. The legislature attempted to make a discrimination in the schools of the two races.¹ Since race discrimination was forbidden by the state constitution this act was declared unconstitutional by the North Carolina Supreme Court in the case of *Puitt v. Commissioners of Gaston County*.² The judge ruled that the defendants failed to observe the requirements of the statute, (Laws 1871-72, Ch. 46). A similar ruling was made in the case of *Riggsbee v. Durham*.³ The General Assembly of 1883 also amended the law of the preceding session to re-establish the office of county examiner.⁴ This law placed a restriction on the method of purchasing equipment and apparatus for schools, requiring the approval of the county board of education and the county superintendent for the purchase of school equipment by the local committee.⁵ This was, it has popularly been assumed, to prevent the local committee from being induced by agents to buy supplies beyond their needs.

1. Public Laws of North Carolina, 1883, Chapter 148, Section .
2. *Puitt v. Commissioners*, 94 N. C., 709.
3. *Riggsbee v. City of Durham*, 94 N. C., 800.
4. Public Laws of North Carolina, 1883, Chapter 148, Section 3.
5. *Ibid*, Section 8.

In the school law of 1885 state control over county school officers was announced with the passing of three provisions: that the county board must be elected at a joint session of the county commissioners and the justices of the peace; that the county superintendent must be elected at a joint session of the county board of education, the county commissioners, and the justices of the peace; that the county board must submit to the ¹ rulings and regulations of the State Superintendent.

The health act of 1893 showed the authority of the legislature over school attendance. The law stated that the proper school official, both public and private, had the authority to exclude any pupil who lived in a home where any member was sick with contagious diseases. This officer had further authority to keep the student ² out of school for an additional two weeks safety period. This law has remained in force to the present, and has been the basis for the more recent laws asserting that the school has the right to exclude any pupil who is a health menace.

There was a great political upheaval in the state, which affected the public school system in 1895. The school law of that year was amended so as to abolish both

1. Public Laws of North Carolina, 1885, Chapter 174, Section 3, P. 266.
2. Public Laws of North Carolina, 1893, Chapter 214, Section 13, P. 174.

the county board of education and the county superintendent of schools. The powers and duties of the old county board were again transferred to the board of county commissioners and the powers and duties of the county superintendent were delegated to the clerk of the board of county commissioners.¹ The county examiner was again established. This shift of authority and change of officers did not alter the relative status of state and county control, but it clearly indicated that the ultimate control of public schools was vested in the legislative body of the State.

The General Assembly re-established the county board of education in 1897, and granted such powers as it deemed best.² The county examiner was again abolished, but these changes did not alter the system of public school control.³

In 1899 the State began to realize that the public schools needed more funds than were available. Therefore, the General Assembly, of that year, appropriated one hundred thousand dollars from the State Treasury for

1. Public Laws of North Carolina, 1895, Chapter 439, Section 4, P. 465.
2. Public Laws of North Carolina, 1897, Chapter 108, Section 7.
3. Public Laws of North Carolina, 1897, Chapter 108, Section 5.

the benefit of public schools.¹ A similar appropriation was continued year after year for public schools. The State realized that support must accompany control. The two factors have moved hand in hand through the years of school progress.

The General Assembly of 1899 restated the necessity of equality in term and school equipment for both races.² This was to assure proper facilities for the negro schools. This law also made provisions for taxation. It permitted incorporated towns of not less than a thousand people to vote a special school tax.³ The act of 1899 provided that the General Assembly appoint the county board of school directors, who in term was required to elect the county superintendent for a period of two years. Except for temporary or local amendments the General Assembly to this day has continued to appoint the county boards of education, a definite assertion of state authority and control. Townships were permitted to vote special taxes not to exceed thirty-three cents on the one hundred dollars valuation of property and ninety-nine cents on the poll to supplement the public schools of such townships.

3 Va.

1. Public Laws of North Carolina, 1899, Chapter 637, Section 1, P. 836.
2. Public Laws of North Carolina, 1899, Chapter 432, Section 76, P. 923.
3. Ibid.

The act of 1901 designated the various sources of revenue for the support of the public schools. This act provided that the county treasurer should receive and disburse the public school funds. An act to appropriate \$200,000.00 annually for the public schools was also enacted in 1901. ¹ This appropriation was to provide for the four months' minimum term in each school district. The General Assembly of 1903 amended this act of 1901 and provided \$300,000.00 as a state appropriation for public schools. ² This amendment provided that more money could be applied for by certain districts which could not run the schools for the required four months' term. A district was required to make a financial report to the State Superintendent before another apportionment could be made. ³

The school law was amended in 1903 to read:

"Any township committee may appoint any one man in each school district in the township to look after the schoolhouse and property and advise with the committee."⁴

We notice here that the township controlled the use of the school building and property. Yet all schools which

1. Public Laws of North Carolina, 1901, Chapter 4.
2. Public Laws of North Carolina, 1901, Chapter 543.
3. Public Laws of North Carolina, 1903, Chapter 751.
4. Public Laws of North Carolina, 1903, Chapter 751.
5. Public Laws of North Carolina, 1903, Chapter 435.

received any money from the public school fund were required to make reports to the State Superintendent and the County Superintendent, and were under the general supervision of the State Superintendent of Public Instruction.

The General Assembly of 1905 provided for a special high school tax election. This tax rate was not less than ten cents nor more than thirty cents with a tax on the poll of not less than thirty cents nor more than ninety cents. This was the first provision for a high school tax.

In 1907 the General Assembly provided for high school instruction in the public schools. The State Board of Education gave the county boards the authority to establish and maintain the county high school. The State Board set a definite requirement for a five months term. The County Board of Education appointed the school committee to aid in operating the high school. The State Superintendent outlined the conditions for such a school, by stating the number of teachers required, the length of term, and the required course of study. The law made an appropriation from the State Board of Education for the support of this type of school.

".....One-half out of a fund set aside by the County Board of Education from the county school fund for that purpose, and one-half out of the special state

appropriation,...the sum apportioned by the County Board of Education for this purpose shall not exceed \$500.00 and the sum appropriated by the State Board of Education shall not exceed that apportioned by the County Board of Education."¹

From the fifty thousand dollars appropriated for high school instruction and teacher training, fifteen thousand was for a building provided the local community would raise \$25,000. After the building was provided, an appropriation of \$5,000² from the \$50,000 was made annually to maintain the school.

The General Assembly of 1909 appropriated one hundred and twenty-five thousand dollars annually out of the State Treasury for the benefit of the public schools. This money was to be distributed to the various counties of the State, per capita as to student population, on the ² first Monday in January.

In 1911 the General Assembly increased the high school appropriation from fifty to seventy-five thousand ³ dollars. This was largely due to the increased attendance in the high schools. The Assembly permitted the counties to supplement the school fund by special tax of thirty-three cents on the one hundred dollars valuation and ninety-

1. Public Laws of North Carolina, 1907, Chapter 820.
2. Public Laws of North Carolina, 1909, Chapter 779.
3. Public Laws of North Carolina, 1911, Chapter 71.

¹
nine cents on each poll.

The General Assembly of 1913 appropriated two hundred and fifty thousand dollars annually for the benefit of the public schools. It provided for a six months school term, or as near as funds permitted, for every public school district of the State. In doing this it set aside annually five cents of the annual ad valorem tax levied and collected for state purposes on every one hundred dollars value of real and personal property. This money was known as "The State Equalizing School Fund" and was used to provide a six months school term throughout ² the State. The board of commissioners was authorized and empowered to levy a special tax in excess of the amount necessary to operate the constitutional school term of four months, not exceeding five cents on the one hundred dollars valuation of a property listed for taxation, to provide for any deficiency in the necessary expenses for a school term of six months. This was the first provision made to permit taxes to be higher than the constitutional ³ minimum term required.

We found an act in the school law of 1915 which illustrated the increased tendency toward county and state control. Participation in a State Equalization Fund was

1. *Ibid*, Chapter 71.

2. *Public Laws of North Carolina*, 1913, Chapter 33.

3. *Public Laws of North Carolina*, 1913, Chapter 33.

permitted after the local district had met certain definite requirements set by the State Board of Education. The State was giving special aid and was asserting the right to name conditions.

The General Assembly of 1917 authorized the State Board of Education to reserve annually out of the school appropriation an amount not to exceed five hundred dollars, to be paid out upon requisition of the State Superintendent of Public Instruction in defraying a part of the necessary expenses incurred in connection with the supervision and inspection of public high schools receiving aid under the provisions of the act of 1907.² This act authorized the county boards of any two contiguous counties to transfer pupils for the convenience of the children and to arrange by agreement a reasonable compensation out of the county school fund of the county making such transfers to the counties in which the children attended school.

In that year provision was made for a special school tax of not more than fifty cents on the one hundred dollars valuation and one and one-half dollars on the poll. This special tax election could be called only upon the order of the county commissioners and with the endorsement of the county board of education.

1. Public Laws of North Carolina, 1915, Chapter 236.
2. Public Laws of North Carolina, 1917, Chapter 285.

In 1919 the General Assembly provided a special tax of thirty-two cents to operate the public schools for ¹ six months. An additional amount could be levied beyond the thirty-two cents when it was necessary. The act was:

"There shall be annually levied and collected a tax of thirty-two cents on every hundred dollars valuation of taxable property,..... this to be a separate fund to be known as The State Public School Fund."²

Each county was to levy a special tax before it could ³ participate in this fund.

The General Assembly in extra session in 1920 amended the laws of 1919 changing the tax levy from thirty-two cents to thirteen cents and required each county to provide a tax levy of ten per cent more for 1921-22 than in 1920-21. This amendment was the result of the 1920 revaluation of property.

The General Assembly of 1921 realized that the school plants throughout the State were inadequate to care for the increased enrollment. Thus, an act was passed to provide a special building fund to be lent to the county boards of education. The plans of the building had to be ⁴ approved by the State Superintendent of Public Instruction. This act showed a decided step toward further state and

1. Public Laws of North Carolina, 1919, Chapter 102.
2. Ibid.
3. Public Laws of North Carolina, 1919, Chapter 102, Section 5.
4. Public Laws of North Carolina, 1921, Chapter 147.

county control of the public school buildings.

This body authorized the county boards of education to create high school districts, and to appoint a board of trustees for each district. This board was given entire and exclusive control of the high school property and had the power to prescribe rules and regulations governing the high school.¹ This board was appointed for a definite period of four years by the county board of education. The power of appointment held check upon the local trustees and maintained more or less a central authority of the county unit.

In 1920 the General Assembly in special session authorized a special tax of thirteen cents for the purpose of paying

"....One-half of the annual salary of the County Superintendent and three months salary of all teachers of all sorts employed in the public schools of the county, including teachers of city, town, township, and all special chartered schools, and one-third of the annual salary of all city superintendents."²

The following year the number of teachers had increased so rapidly that it became necessary for the State to borrow a large sum for the public schools. The law of 1921 validated the tax rate levied for the six months and provided for an equalizing fund to supplement the county fund.³

1. Public Laws of North Carolina, 1921, Chapter 147.
2. Public Laws of North Carolina, 1920, Chapter 29.
3. Public Laws of North Carolina, 1921, Chapter 147.

"The board of county commissioners of every county participating in this state fund for the purpose of supplementing the teachers' salary fund, shall be required to levy for the teachers' salary fund, for the school years of 1921-22 and 1922-23, a tax rate of thirty-nine cents on the one hundred dollars valuation real and personal for said purpose."¹

The General Assembly of 1923 provided an equalizing fund for certain counties of \$1,250,000 to be distributed by the State Board of Education. This money was to go to pay teachers' and superintendents' salaries, ² transportation of pupils, and to aid backward counties ³ to improve the type of teachers. ⁴

The General Assembly of 1923 authorized the county commissioners to take care of the outstanding indebtedness for the present and preceding years by issuing serial notes or serial bonds of the county for the amount of such indebtedness. The commissioners could not issue these notes or bonds for more than six per cent. The county commissioners were authorized to levy a special ad valorem tax upon all taxable property in their county for the purpose of paying the principal and interest when ⁵ due. That year another "Special Building Fund" was created

1. Public Laws of North Carolina, 1921 (Extra Session) Chapter 5.
2. Public Laws of North Carolina, 1923, Chapter 141, Section 2.
3. Ibid, Section 5.
4. Ibid, Section 6.
5. Public Laws of North Carolina, 1923, Chapter 136.

to be lent to the county boards of education for erecting buildings necessary for maintaining a six months school term.¹ This fund was to be used in erecting and repairing buildings approved by the State Superintendent of Public Instruction.

The General Assembly of 1924, in extra session, authorized the appointment of an Educational Finance Commission, consisting of seven members, to study the methods of financing public education in this and other states.² This Finance Commission was to report its findings to the General Assembly in 1925.

In 1925 a third special building fund of five million dollars was appropriated to be lent to the county boards of education.³ This General Assembly authorized the county boards of education to provide a special building tax sufficient to repay the annual instalments together with the interest due. The State Treasurer was permitted to deduct from any county's share of the special state appropriation for public schools to repay any instalment due from the county. The Governor was authorized that year to appoint members to the newly created Equalizing Fund Commission.⁴ This fund in 1925 was \$1,500,000.

1. Ibid.

2. Public Laws of North Carolina, 1924 (Extra Session), Chapter 123.

3. Public Laws of North Carolina, 1925, Chapter 201.

4. Public Laws of North Carolina, 1925, Chapter 275.

It remained the same for 1926-27. In 1927 the appropriation for the equalizing fund was \$3,250,000.¹ The valuation of property was to be used as a basis for the apportionment of the equalizing fund to the various counties.² The tax rate was to be another consideration in this distribution.³

Summary: County and State Control and Support

This chapter treats only such control as does not fall naturally in the other chapters of this study. The chapter is intended to treat control particularly in reference to state regulations of school finance, administrative officers, and local committees.

We notice that in matters of school property the district, township, and the county were units of control. In matters of taxation and administration the State always assumed ultimate authority. Since the county served as a sort of sub-agent for the State, the State exercised indirect control through county officers. In spite of this fact we found that practically every act that tended to centralize school control was now and then

1. Public Laws of North Carolina, 1927, Chapter 256.

2. Ibid.

3. Ibid.

amended or repealed by reactionary legislation. The local units have from time to time attempted to assume control. They have struggled to assume complete control of their schools. They have not desired a centralized system. But in the face of all these regional and particularized interests, the State has been able, by means of increasing appropriations and by soothing local interests through liberal non-interference in matters directly pertaining to property, to maintain very largely the direction of the other factors of school control.

We cannot get away from the fact that school support and control go hand in hand.

CHAPTER VI

STANDARDIZATION OF BUILDINGS

The first state-wide regulation of school buildings found in this study was in the laws of 1869; the school committee was required to build schoolhouses under the following conditions:

"....That the location, plan and estimate for any proposed schoolhouse be approved by the Superintendent of Public Instruction and the Board of Education; and in all plans regard shall be had to taste, convenience, durability and economy."¹

The law states that the Superintendent of Public Instruction

"....Shall cause all school laws to be printed in pamphlet form, and shall annex such school architecture as he may deem useful, with such wood cuts and plans of schoolhouses as he may be able to obtain."²

This clause concerning school architecture was stricken from the law in 1871.

In the school law of 1885, there appears a provision for county control over the erection of new school buildings. This law provided:

"....That the county board shall furnish plans and require the committees to con-

1. Public Laws of North Carolina, 1868-69, Chapter 184, Section 22, P. 463.
2. Public Laws of North Carolina, 1868-69, Chapter 184, Section 69, P. 475.

struct comfortable houses, with the view of permanency and enlargement as the increasing population may demand."¹

We observe in this law that the lawmakers realized that schoolhouses must be permanent; that the houses would have to be made larger to care for the increase in pupil attendance.

About 1900 the State of North Carolina began devoting more attention to the physical equipment of public schools. The buildings at that time were entirely inadequate and unsuitable for housing the future citizens. State Superintendent J. Y. Joyner wrote in his report to the Governor in 1902 as follows:

"At the foundation of every successful school system lies the practical problem of necessary physical equipment in houses, furniture, and grounds.....This question of the character of our public school houses is a far more serious one than many people think. Nobody has any respect for anything that is not respectable. A respectable schoolhouse, then, is not only necessary for conducting successfully the business of public education, but is absolutely essential for commanding the respect of the community for that business. The character of the business must to some extent determine the character of the place of business.

"What, then, should be the character of these public schoolhouses where the business of educating nine out of ten of the state's children for citizenship and social service is carried on?.....Within, shall it be a hovel or a home, a place of beauty, or a place of ugliness, a place of comfort or a place of discomfort, a place of cleanliness or a place of uncleanness?

1. Public Laws of North Carolina, 1885, Chapter 174, Section 28, P. 275.

Without, shall the grass grow green, and the sun
shine bright, and the flowers bloom, and the
birds sing, and the trees wave their long arms,
or shall it be bleak and barren, where Nature,
God's great teacher, never whispers to the chil-
dren her sweet messages of peace and love and
beauty from the Master?"¹

Such sentiments as these led to an extensive building pro-
gram throughout the State. One of the most important
factors in this development was the loan fund for build-
ings and improving schoolhouses.

In 1902 the State Board of Education had to its
credit \$194,159.18 derived from the sale of public lands.
The annual interest on this fund, amounting to about
\$12,000.00 was distributed per capita to the counties for
school purposes. This amount was too small to be permanent-
ly felt in improving the schools. Upon the recommendation
of Superintendent J. Y. Joyner, the General Assembly of
1903 set aside this entire fund, together with all funds
which might be derived from the sale of public lands, as
a permanent loan fund to be used by the State Board of
Education for building and improving public schoolhouses.
This act provided:

"....These loans are made by the State Board
of Education to County Board of Education,
payable in ten annual instalments, bearing
interest at four per cent, evidenced by the
note of the County Board of Education, signed
by the Chairman and Secretary thereof, and

1. Biennial Report of State Superintendent of Public In-
struction, 1900-1902, P. 61.

deposited with the State Treasurer. The loans to the school districts are made by the County Board of Education. The County Board of Education is directed to set apart out of the school funds at the January meeting a sufficient amount to pay the annual instalment and interest falling due on the succeeding tenth day of February. The payment of these loans to the State Board of Education is secured by making the loan a lien upon the total school funds of the county, in whatsoever hands such funds may be, and by further authorizing the State Treasurer, if necessary, to deduct a sufficient amount for the payment of any annual instalment due by any county out of any fund due any county from any special state appropriation for public schools, and by also authorizing him to bring action against the County Board of Education, the tax collector, or any person or persons in whose possession may be any part of the school fund of the county. The loan made by the County Board of Education to any district is secured by authorizing the County Board of Education to deduct the amount of the annual instalment and interest due by such district from the apportionment to that district unless the district provides in some other way for its payment. The act, therefore, absolutely secures from loss both the State Board of Education and the County Board of Education.¹

The rules adopted by the State Board of Education to govern these loans stated that only one-half of the cost of a new schoolhouse and grounds or of the improvement of old schoolhouses was to be lent to any county for any district. No loan could be made to any district with less than sixty-five children of school age unless satisfactory evidence was furnished that the district was sparsely populated or the existence of natural barriers. In making these loans preferences were given

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1. Public Laws of North Carolina, 1903, Chapter 567.
2. Improvement of Rural Schoolhouses and Grounds, 1900-1906, Bulletin by State Superintendent of Public Instruction (Raleigh 1907) P. 13.

1. To rural districts or towns of less than a thousand inhabitants where the needs are greatest.
2. To rural districts or towns of less than one thousand inhabitants supporting their schools by local taxation.
3. To districts helping themselves by private subscription.
4. To large districts formed by consolidation of small districts.

All public schoolhouses in North Carolina were to be constructed strictly in accordance with plans approved by the State Superintendent of Public Instruction. No loan could be made for any building which did not comply with these requirements, nor for any house costing less than two hundred and fifty dollars.

The state loan fund increased year after year from the sale of public lands and interest. In 1914 the State Superintendent issued "Plans for Public Schoolhouses and School Grounds". In this bulletin he pointed out that it was almost as cheap to build a good, attractive building as a poor, ugly one, and explained the idea that the school building was the place where the children of the community must spend the greater part of the best years of their lives, and that the school grounds and buildings should be the social center of the community where neighbor meets neighbor on a common ground and with common interests.

The General Assembly of 1911 passed an amendment to change the size of school sites from two acres to ¹ three acres. This action came after the realization of the crowded conditions and the greater demand for school play grounds.

In the apportionment of school funds in 1913 the county board of education was authorized to set apart a ² certain sum for buildings and repairs. This amount was determined by the total amount of school funds available.

The General Assembly of 1915 authorized the county commissioners to call an election upon the petition of the county board of education to ascertain whether the voters of a county, township, or school district were in favor of issuing bonds for building, repairing, or equipping schoolhouses. This law specified the amount of bonds, the rate of interest, and time limit. A maximum tax rate was stipulated in this law of thirty cents on the one ³ hundred dollars valuation, and ninety cents on the poll. This law tended to encourage local initiative, but at the same time made certain restrictions.

This act was amended by the General Assembly in 1917 to read:

1. Public Laws of North Carolina, 1911, Chapter 135.
2. Public Laws of North Carolina, 1913, Chapter 149, Section 1.
3. Public Laws of North Carolina, 1915, Chapter 55.

"....That upon petition of one-fourth of the resident freeholders in any county, township, or school district in which one election has previously been held and carried for a bond issue and tax under this act, a second election for increasing the bond issue and tax therefor....not to exceed the maximum bond issue and tax herein fixed."¹

The General Assembly of 1919 amended section 4053 of the Revisal of 1905 which read as follows:

"The State Board of Education may annually set aside and use out of the funds accruing to the interest of said State Loan Fund a sum not exceeding two thousand dollars, to be used for providing plans for modern school buildings to be furnished free of charge to districts, for providing proper inspection of school buildings and the use of state funds....to secure better type of school buildings, and better administration of the State Loan Fund."²

The amended provision stipulated an appropriation not exceeding \$10,000 instead of \$2,000 and further specified that the county board of education should not pay more than one-half of the cost of schoolhouses, the district ³ being required to pay the other half.

The counties were permitted by the legislation of 1919 to set aside a building fund each year not to exceed twenty-five per cent of the total teachers' salary fund. This fund was to be used in erecting school buildings, additions, teachers' homes, repayment of the state ⁴ loan fund, sinking fund, and permanent improvements.

1. Public Laws of North Carolina, 1917, Chapter 142.
2. Public Laws of North Carolina, 1919, Chapter 254.
3. Public Laws of North Carolina, 1920 (Extra Session) Chapter 91.
4. Public Laws of North Carolina, 1919, Chapter 114.

The building program, which had ceased during the World War on account of abnormal prices, now gathered renewed force. A new era of schoolhouse planning and building was begun. The demand was so great that in 1920 Superintendent John J. Blair of the Wilmington City Schools was appointed to the new position of director of schoolhouse planning. There had been a great waste in school buildings because of trying to economize in cheap buildings for present needs.

The Consolidated Statutes were amended by the General Assembly of 1921 as follows:

"Provided, that whenever a special local tax district issues bonds for the erection of any school building, thus relieving the county board of education of providing suitable building or buildings for said district for the six months school term, the county board of education is hereby directed to apportion to said district its pro rata of the building and incidental fund on the same basis as the county board of education apportions these funds to the special chartered districts until the amount so apportioned equals the amount of bond issue."¹

This law was obviously intended to encourage districts to claim their share of the county building fund.

The increased enrollment in the state schools had made the entire school plants in the majority of the counties inadequate. In many cases children were crowded into small and unsanitary rooms where good teaching was

1. Public Laws of North Carolina, 1921, Chapter 179.

almost impossible. The state as a whole began to realize that the larger type rural school could serve the community more effectively and that buildings must be of a more permanent nature. Some communities had built permanent buildings, but the majority were dependent upon the State's opening a way for the counties to secure funds at a reasonable rate of interest for erecting schoolhouses to accommodate the children.

The General Assembly of 1921 was led to see the existing conditions throughout the State and as a result provided a special building fund to be lent to county boards of education. The State Treasurer was authorized and directed to issue bonds of the State to an amount of five million dollars. These bonds were not to bear more than five per cent interest. The State Board of Education was to make loans from this fund to the county boards of education for building, equipping, and repairing public school buildings, dormitories, teacherages, and for the purchase of suitable sites. These loans had to be approved by the county commissioners. The plans for all buildings had to be approved by the State Superintendent of Public Instruction and could not be used upon buildings of less than five rooms. The State Board of Education was to

approve all applications for state school loans and to determine the amount to be lent to each county. The loans were to be paid in twenty payments with interest. The State provided the money for the loans and likewise controlled the conditions under which a loan could be secured.

The General Assembly of 1923 provided another five million dollars as a special building fund, to be lent to the county boards of education for buildings necessary for maintaining a six months school term. The State Board of Education was to make these loans to county boards of education for building, equipping, and repairing school-houses, dormitories, teacherages, and for the purchase of suitable sites. These loans were to be approved by the county commissioners, and the county commissioners were required to certify that the loan was necessary to maintain a six months school term. Furthermore, the loans could not be made until the plans for the building had been approved by the Superintendent of Public Instruction.¹ The county board of education was required to provide a special building tax in the "May budget" sufficient to pay the annual instalments.

This legislature made an appropriation from the loan fund for free plans and inspection of school buildings.

1. Public Laws of North Carolina, 1923, Chapter 136, Section 278.

The State Board of Education was permitted to set aside a sum not exceeding twelve thousand dollars, to be used for providing plans for modern school buildings to be furnished free of charge to districts. This provided for proper inspection of school buildings and the proper use of state funds. The school committees did not have the authority to make expenditures for building without the order of the county boards of education.

The two special building funds of 1921 and 1923 had been all placed on loan for definite projects and there was no state fund for building purposes during the year of 1925. Ninety-two counties had estimated their building needs as being about seven and one-half million dollars. The State was in a better position to issue state bonds and could save to the counties by so doing. The General Assembly of 1925, therefore, created a third building fund of five million dollars. These bonds were to be issued at four and one-half per cent per annum. The requirements for counties to participate were similar in many respects to those of previous loans. However, no loan could be obtained to repair or construct a building of less than seven rooms.³ This was an indication that the larger

1. Public Laws of North Carolina, 1923, Chapter 136, Section 277.
2. Public Laws of North Carolina, 1923, Chapter 136, Section 137.
3. Public Laws of North Carolina, 1925, Chapter 201.

type school building had proved to be more economical. The General Assembly of 1925 amended section sixty of chapter 136, Public Laws of 1923 to permit the State Board of Education to retain as much as fifteen per cent of the state loan on any building or repair project until the project was completed. This amendment was to provide ¹ for a more economical expenditure of the loan funds.

Another amendment to this chapter of Public Laws of 1923 was enacted to read:

"....It shall be lawful for the county board of education to borrow from the State Literary, or Special Building Funds for the benefit of special charter districts and to allocate the proceeds of the county building bonds between special charter and county schools in proportion to their respective needs....the title to the site in any special charter district so aided shall be vested in the board of trustees of the charter district."²

The laws of 1925 were amended also as follows:

"....The indebtedness of local tax, special charter or special taxing districts incurred for the erection of school buildings necessary for the six months school term, whenever, as is authorized by law, such district indebtedness is assumed by the county as a whole."³

This amendment showed a greater step toward centralized responsibility and county control of school buildings.

The county board of education, with the approval of the

1. Public Laws of North Carolina, 1925, Chapter 221.
2. Public Laws of North Carolina, 1925, Chapter 180.
3. Public Laws of North Carolina, 1925, Chapter 180, Section 5.

county commissioners, was permitted to include, in the operating and equipping fund in the budget, the indebtedness of all districts, including special charter districts, lawfully incurred in the erection and the equipment of school buildings necessary for the six months school term.

The General Assembly of 1927 enacted the fourth special building fund, to be lent to the county boards of education for the erection of buildings necessary for maintaining a six months school term. The State Treasurer was authorized to issue state bonds for two million five hundred thousand dollars at four and one-half per cent interest. The State Board of Education required the county boards of education participating in the building fund to pay four and one-half per cent interest on loans secured. The first four instalments of preceding loans that had been paid back by the counties were declared a part of the building fund, and could be lent to the counties under the same regulations as were provided for an original loan. This act provided that the county board of education might make loans to local tax, special charter or special school taxing districts payable in twenty annual instalments, with interest payable annually in advance. Any amount lent under this act gave a lien upon the total tax fund produced
2
in the district.

1. Public Laws of North Carolina, 1927, Chapter 199.
2. Ibid.

The building of all new schoolhouses and the repair of all old schoolhouses over which the county board of education had jurisdiction was to be under the control and direction of and by written contract with the county board of education. The county board was not permitted to invest any money in any new house that was not built in accordance with plans approved by the State Superintendent, nor for more money than was made available for its erection. The contract was to be in writing and the county superintendent of education was required to inspect, receive, and approve the building before it could be paid for in full.

Summary: Standardization of Buildings

The first state-wide regulation of school buildings following the Civil War was in 1869. Buildings were to meet the approval of the State Superintendent of Public Instruction. He was required by law to furnish such plans as he could obtain for schoolhouses.

Local committees were further forbidden to purchase supplies or equipment without the approval of the county board of education and the county superintendent. The county boards were required to submit plans and to require the committees to build accordingly.

The creation of the building loan fund has been a very important recent factor in the extensive building program of the State. These loans were obtained from the State Board of Education through the county boards of education who in turn lent to the districts. These loans were governed by the regulations of the State Board of Education.

We have noticed that these loans were available to districts which were helping themselves. The State has thus encouraged local activity, and at the same time it has asserted enlarged state control and has laid down rules tending to carry out state educational policies such as consolidation and large-type school buildings.

The counties have further been authorized to take over building indebtedness created by districts in erecting schoolhouses necessary for the six months term. This was a great step toward centralized responsibility and county control of school buildings. The county assumed the indebtedness and likewise assumed control of buildings and grounds. The centralized control of buildings has resulted in better and less expensive school buildings all over the State.

CHAPTER VII

STANDARDIZATION OF LIBRARIES

The General Assembly of 1897 enacted a law to establish public libraries. This law provided:

"That it shall be lawful for the board of aldermen, or the board of commissioners of any city or incorporated town in the State of North Carolina, having more than one thousand inhabitants, to provide for the establishment of a public library in said city or town.....The said board of aldermen or board of commissioners may elect a board of managers, consisting of six members;.... the commissioners may pay to said board of managers each year out of the general fund two per centum of the total taxes collected,all or a part of city fines."¹

State Superintendent of Public Instruction J. Y. Joyner recommended to the General Assembly that the law of 1897 be amended so as to provide school libraries. This was the first recommendation to encourage the establishment of libraries in public schools.

The recommendation was acted upon by the General Assembly in 1901. The act to encourage the establishment of public libraries in rural schools was as follows:

1. Public Laws of North Carolina, 1897, Chapter 512.

"Whenever friends and patrons will raise ten dollars for a library by private subscription, the county board of education shall give ten dollars, and report the same to the State Superintendent of Public Instruction, then the State Board of Education shall give ten dollars to the sum."¹

The authority to select a local manager was given to the County Board of Education. He was to be a person well versed in books. The local manager was required to care for the books under the rules and regulations given by the State Superintendent of Public Instruction. The first appropriation for the public school libraries of the State was the sum of \$5,000 under this act. The following regulations were made to govern this fund:²

1. Not more than six schools in a county may participate in this fund.
2. The State Superintendent of Public Instruction shall name a committee to make and recommend a list of books for rural libraries.
3. The books shall not be turned over to the local manager until a book case with ample shelves and lock has been provided by the County Board of Education."

The regulations governing the use of books have in a measure been handed down to the present day. The law establishing supplementary libraries was enacted in 1903.³ By 1906 there were established 1,305 rural libraries⁴

1. Public Laws of North Carolina, 1901, Chapter 662.

2. Public Laws of North Carolina, 1901, Chapter 662.

3. Public Laws of North Carolina, 1903, Chapter 226.

4. Biennial Report of Superintendent of Public Instruction, 1904-06 (Raleigh 1906) P. 9.

in the rural schools of North Carolina, and 250 supplementary libraries. The library movement in the public schools had a rapid growth.

In 1909 the Library Commission appropriated ¹
\$1,500 to establish traveling libraries.

The General Assembly of 1911 provided that
\$7,500 be deducted biennially for the annual appropriation ²
for the establishment of rural libraries. This was an
amendment to the Revisal of 1905 of North Carolina laws.

The appropriation for traveling libraries was ³
increased to \$3,000 by an amendment in 1913.

The General Assembly of 1915 amended chapter ⁴
one hundred and seventy-five of laws 1913:

"by striking out three thousand dollars (\$3,000)
and inserting in lieu thereof the words four
thousand dollars (\$4,000)."

The appropriation for traveling libraries was raised from ⁵
\$4,000 to \$8,000 by the General Assembly in 1917. After
any school district had had a library for a period of ten
years under the first provisions, it was entitled to a
second library under provisions of legislation passed in

1. Public Laws of North Carolina, 1909, Chapter 873.
2. Public Laws of North Carolina, 1911, Chapter 33.
3. Public Laws of North Carolina, 1913, Chapter 175.
4. Public Laws of North Carolina, 1915, Chapter 161.
5. Public Laws of North Carolina, 1917, Chapter 221.

¹
1915.

The General Assembly of 1917 enacted a law which authorized:

"The County Board of Education of any county to co-operate with any public library in any city or town in extending the service of such libraries to the rural communities....to appropriate out of funds under their control an amount sufficient to pay the expenses of such library extension service."²

The General Assembly of 1921 amended the consolidated statutes by striking out the words "ten dollars"³ and inserting in lieu thereof the words "twenty dollars". This amendment was for the purpose of establishing more and better rural school libraries. The section for the enlargement of such libraries was likewise amended to read "ten dollars" instead of the words "five dollars". This law provided that any balance left unused at the end of the previous fiscal year might be appropriated to the North Carolina Library Commission by the State Board of Education. The library commission was required to show that the unused balance was needed for library extension work.

The 1923 General Assembly authorized the State Board of Education to adopt rules and regulations governing

1. Public Laws of North Carolina, 1915, Chapter 236.
2. Public Laws of North Carolina, 1917, Chapter 149.
3. Public Laws of North Carolina, 1921, Chapter 179.

the establishment of public libraries receiving state aid. The State Board of Education was empowered to make appropriations to rural libraries, to encourage the establishment of county circulating libraries. This board made provisions for establishing local libraries in union schools as follows:

"When patrons and friends of any union school in which a standard high school is maintained,.... shall raise fifty dollars and tender same to the county treasurer,....the County Board of Education shall appropriate fifty dollars from the operating fund for the library fund. The County Board of Education shall notify the Secretary of the State Board of Education of the fact, whereupon the State Board, if the funds are on hand, shall remit the sum of fifty dollars to this fund from the Union School Library Fund."¹

This act was to encourage the districts to strive for the standard high schools in connection with the elementary school.

SUMMARY

The library legislation shows the increasing interest of the State in better provision for school equipment and increasing tendency for the State, even when encouraging local initiative, to increase its own more efficient control.

1. Public Laws of North Carolina, 1923, Chapter 136.

CHAPTER VIII

SUMMARY AND CONCLUSIONS

In tracing the developments in the public school system through the period covered in this study, we have tried to show the trend of educational legislation and its effects upon the school as a whole.

North Carolina had the idea of a centralized state system before the Civil War; in fact, she had a fairly strong state organization of schools.

After the Civil War the State was left in very poor financial circumstances, and was forced to rebuild her educational system. This rebuilding was based as far as possible upon the state system as it existed prior to the Civil War. However, because of economic and financial conditions the schools were to be in a measure under local control. The schools grew up as local systems. We can account for this in two ways: first, because of the influence of the "Carpet Baggers", who had been accustomed to the district or township system of the Middle West; second, it was necessary for the schools to get local support. In order to get local support it was necessary to permit large local control.

We have observed that the State held the ultimate authority and yet remained in the background a part of the period covered in this study. After the Civil War the State first exercised definite control over the schools in the matter of school term, month, and day. The standard day and month have remained nearly the same up to the present time, but the length of the public school term has been increased from four to six months during the period treated in the study, and practically to eight months today. In setting up the various standards for schools the law required and still requires a definite number of school days for a standard term exclusive of holidays. The law which specified the number of hours in a school day has been interpreted in the light of changing conditions but the state authority to declare what is a legal school day still remains.

The general trend in the matter of curriculum and textbooks has been toward state control, although it has changed back and forth from absolute control to mere recommendation. In the early years of this period the State Board of Education asserted its right to prescribe the course of study. Although for a time later local authorities were permitted to act somewhat independently in the matter of textbooks and curriculum, and although the power

to adopt textbooks was shifted from the State Board to the county boards in 1895 and remained there until after 1900, the authority of the State to adopt books and curriculum or to designate the adopting body has not been questioned. Since 1900 the State has been gaining gradually in the matter of enforcing actively its authority over school textbooks and curriculum. The State has made adoptions for a definite period of time since about 1901, and has remained a unit in adopting textbooks for the elementary school. The State has adopted high school textbooks by multiple list from which the counties are required to select all of the texts used by them.

After the Civil War the State Board of Education prescribed the manner of examining teachers, but the certificate was issued by the county examiner. The certificates of teachers were issued according to general mental and moral qualifications prescribed by the State. The more recent requirements are based upon professional training and experience fixed by the State. The first legislation concerning standardization of salaries was made for the purpose of protecting school funds against high salaries for teachers. Then the law permitted special charter districts to pay salaries above the state salary schedule. Later the State permitted the salary for the first grade certificate to be determined by the local committee with

the approval of the county superintendent. This was the beginning of supplementing teachers' salaries for superior training. The State began to assume direct control of teacher certification in 1907, when in addition to the old county certificate, a state certificate was provided. This state certificate, which has now replaced the county certificate altogether, was a great step in developing a state uniform system of public schools by standardizing requirements and also by removing the authority to issue certificates from local politics. The present salary schedule recognizes training and experience as the outstanding factors in teachers' remuneration.

The laws enacted just after the Civil War were similar to those which had existed prior to the war relative to control of the public schools. The State effected indirect control through the legislatively appointed county courts, which appointed the county superintendents and the superintendents in turn held school property in trust. In recent years the General Assembly has appointed and still appoints county boards of education. In matters of school property the district, township, and the county were the units of control. In matters of taxation and administration the State always assumed ultimate authority. The State has in recent years been able to control the school building program through the special building fund appropriations. The local districts

and counties acquiesced because they were able to build more economically as well as to secure loans for a smaller rate of interest. The State's approval of building plans also gave standard buildings of a permanent nature to the various districts. The State has encouraged local activity, at the same time asserted enlarged state control, and has laid down rules tending to carry out state educational policies such as consolidation and large-type school buildings.

The public school libraries were established through county, state, and district funds. The county was given authority to select the local manager, but the State Board of Education reserved the authority to make regulations to govern the selection and use of the books. The State Board of Education assumed increasing control as it gave larger sums of money for libraries or required local units to meet progressively higher standards in order to obtain some desired classification. This matter of state stimulation and control of library development is interesting as showing direct assertion by the State of control over school equipment. It may in the future prove to be a more far-reaching assertion of authority than the money appropriated to date indicates.

The general trend in the North Carolina educational system since the Civil War has been toward state

uniformity and control. It is interesting to point out that the recent school legislation, not treated in this study, seemed to revolve around two facts: first, school support has grown burdensome to the counties and other local units; second, the State has not yet found a way to assume the complete burden of support. When the State finds the means of supporting an enlarged program of education, this study would indicate that enlarged state control will probably be asserted.

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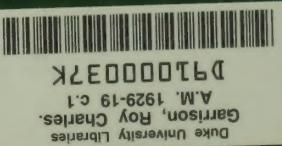
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